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2005-2006**

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*HUNDREDS OF POLICE CHIEFS,
SHERIFFS, PROSECUTORS, OTHER LAW
ENFORCEMENT LEADERS, AND
VIOLENCE SURVIVORS PREVENTING
CRIME AND VIOLENCE*

Testimony submitted by K.P. Pelleran, State Director, Fight Crime: Invest in Kids Michigan, to the House Education Committee, March 15, 2006.

Michigan law enforcement leaders and crime victims urge lawmakers to consider birth to five years of age for programs and services as you consider any changes to benefit early childhood education and care. As you know, nearly 95% of a child's brain is developed before the age of five. That is when early education and care programs can have the greatest impact for limited taxpayer dollars on crime prevention, positive societal gains, and long-term economic benefits.

I'm pleased to share our report showing that high-quality preschool cuts crime, while saving valuable taxpayer dollars. As you consider the package of bills before you, we urge you to consider whether the overall investments they will make in birth to five years through quality care and education is sufficient or if these measures do not go far enough. The real question is, "Is it good for the kids?"

FIGHT CRIME: INVEST IN KIDS MICHIGAN is the state affiliate of a national anti-crime organization of more than 2,500 police chiefs, sheriffs, prosecutors and victims of violence, including 330 in Michigan. Today, I am delighted to share a copy of our report, "High-Quality Preschool: The Key to Crime Prevention and School Success in Michigan." This report compiles the most recent research on the crime prevention, as well as educational, economic and cost saving benefits of high-quality preschool programs.

The report features new results from the landmark four-decade long study of the Perry Preschool Program in Ypsilanti, Mich., which randomly assigned 3- and 4-year-olds from low-income families to participate in the high-quality preschool program. The grown-up children who did not attend the program were four times more likely to be arrested for drug felonies and more than twice as likely to become career offenders. The Perry Preschool Program also cut crime, welfare, and other costs so much that it saved taxpayers more than \$17 for every \$1 invested, including more than \$11 in crime savings.

Since the state's violent crime rate has exceeded national rates over the past five years, and more than 44,000 juveniles are arrested annually, the state must invest in preschool to prevent crime. The state's violent crime rate was nearly 10 percent higher than the national violent crime rate.

When government fails to support proven crime-prevention programs like high-quality preschool, it forces police to fight crime with one hand tied behind our backs. To make Michigan safe, we must be as willing to guarantee our kids space in a preschool program as we are to guarantee criminals a prison cell.

Preschool also has many societal benefits. The students enrolled in the Perry Preschool Program were far more likely to have completed high school, to hold a job, to have higher earnings and to own their own homes than similar children who were denied high-quality preschool.

According to the report, *High-Quality Preschool: The Key to Crime Prevention and School Success in Michigan*, without government assistance, three-quarters of 3-year-olds and one-third of 4-year-olds at-risk of school failure in the state are left without access to preschool. Due to inadequate funding, the Michigan School Readiness Program, federally-funded Head Start and special education programs together serve only 52,592 of the estimated 81,000 at-risk 4-year-old children. In addition, another federally-funded program, the Child Care and Development Block Grant, helps low-income parents pay for child care. This program is also so inadequately funded that only 50,100 Michigan children, of which approximately 6,500 are 3-year-olds and 6,500 are 4-year-olds, receive assistance.

We'll win a stunning victory over crime when our commitment to putting criminals in jail is matched by our commitment to investing in preschool programs that keep kids from becoming criminals in the first place.

Preschool also improves language skills and general knowledge, which is important as the most recent Nation's Report Card showed children in Michigan lag behind in math and reading. Thirty-six percent of the state's fourth-graders scored below the basic reading level, and 23 percent scored below the basic math level. A recent study by Georgetown University found that students who attended a public pre-kindergarten program scored higher in tests than similar students who did not attend pre-kindergarten.

Many parents cannot afford high quality preschool programs on their own. Tuition for a year for a preschool program in Michigan costs \$5,700 annually – more than the average annual tuition at a public college.

Law enforcement knows that we can reduce crime by investing in kids while they're in the high chair rather than the electric chair.

Michigan is moving in the right direction. The state directs nearly \$85 million annually to its state preschool program for 4-year-olds, but still one-third of the at-risk 4-year-olds are without services. Despite the glaring unmet need, state funding for preschool has remained stagnant for the past five years. Law enforcement officials called on state leaders to increase their commitment.



High-Quality Preschool: The Key to Crime Prevention and School Success in Michigan

A Report from FIGHT CRIME: INVEST IN KIDS *MICHIGAN*

Ella M. Bully-Cummings

Chief of Police, Detroit Police Department

David G. Gorcyca

Oakland County Prosecutor

Gene L. Wriggelsworth

Ingham County Sheriff

Lawrence J. Schweinhart, Ph.D.

President, High/Scope Educational Research Foundation

Kathy G. Pelleran

State Director, FIGHT CRIME: INVEST IN KIDS *MICHIGAN*

ACKNOWLEDGEMENTS

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Special thanks to Esther R. "Lindy" Buch, Ph.D., Director, Office of Early Childhood Education and Family Services, Michigan Department of Education; Michigan Association for the Education of Young Children; Michigan Head Start Association; Kathryn L. Pioszak, Program Specialist, Child Development and Care, Family Independence Agency; Michigan Community Coordinated Child Care Association; Michigan League for Human Services; Michigan's Children; and Nancy Willyard, Director, Head Start Collaboration Program, Family Independence Agency.

The following staff members of FIGHT CRIME: INVEST IN KIDS contributed to production of this report: Phil Evans, David Kass, Michael Kharfen, Jeff Kirsch, Randi Levine, Sheryl Shapiro, Louise van der Does, Ph.D and Dea Varsovczky.

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FIGHT CRIME: INVEST IN KIDS *MICHIGAN*

Dear Policy-Makers and Community Leaders:

No one cares more about putting dangerous criminals behind bars than the more than 2,000 law enforcement leaders and victims of violence who are members of FIGHT CRIME: INVEST IN KIDS, including 330 members in Michigan. But law enforcement leaders know from experience that intervening early in a child's life is the best way to prevent crime. When children don't get the right start in life, we're all at risk.

There is no longer any doubt about the value of high-quality preschool programs. Recent long-term studies show that at-risk children who attend high-quality preschool and educational child care programs are far less likely to become criminals than those denied access to such programs.

Poor quality early care multiplies the risk that children will grow up to become criminals and threatens the safety of all Michiganders. Children from low-income families are most at risk of becoming involved in crime without high-quality programs. Unfortunately, low-income families have the most trouble obtaining high-quality care, and are the families whose children would benefit the most from it.

Today, 78 percent of 3-year-olds and 35 percent of 4-year-olds eligible for state and/or federal preschool do not receive publicly funded preschool services due to a lack of funding. With tuition at private preschool programs exceeding the cost of tuition at a public university, the shortage of government supported programs forces many low- and moderate-income working families to resort to child care that often amounts to little more than child storage. Though the state has taken a crucial first step in meeting the need by implementing the Michigan School Readiness Program for its 4-year-olds, many children will remain unserved if state and federal funding are not increased.

Research here in Michigan and elsewhere shows that it is possible to give all kids a fair shot at success in school and in life. An investment in high-quality preschool now will save taxpayers money in future crime costs.

That is why the Michigan Association of Chiefs of Police, the Michigan Sheriffs' Association, and the Prosecuting Attorneys Association of Michigan are united in calling on policy-makers to guarantee all families access to high-quality preschool programs.

Sincerely,

FIGHT CRIME: INVEST IN KIDS *MICHIGAN* CO-CHAIRS

Wayne Kangas
Sheriff
Clinton County

Brian Mackie
Prosecutor
Washtenaw County

Dr. Joseph E. Thomas, Jr.
Police Chief
Southfield

Eric King
Former Police Chief
Mt. Morris Township

Executive Summary

Research Shows Benefits of High-Quality Preschool Programs

- Children from low-income families were randomly assigned at ages 3 and 4 to participate in the High/Scope Perry Preschool Program in Ypsilanti, MI. Those left out of the program were five times more likely to become chronic offenders with five or more arrests by age 27 than those who participated in the program.
- By age 40, children left out of the Perry Preschool Program were four times more likely to be arrested for drug felonies, more than twice as likely to become “career offenders” with more than 10 arrests, and almost seven times as likely to have been arrested for possession of dangerous drugs than those who participated in the program.
- Compared to children who attended the Perry Preschool Program, children who did not attend were twice as likely to be placed in special education classes and were a third less likely to graduate from high school on time.

Michigan Children Without Preschool at a Disadvantage

- Altogether, Head Start and special education funds serve 18,058 three-year-olds, and the Michigan School Readiness Program, Head Start, and special education funds serve 52,592 four-year-olds. Due to a lack of funding, 78 percent of 3-year-olds and 35 percent of 4-year-olds eligible for state and/or federal preschool programs are left without access to preschool.
- Without public assistance, tuition for a preschool or early learning program costs about \$5,700 annually. This is more than the average annual tuition at a public university in Michigan. Preschool for two children costs more than the income of a full-time minimum-wage worker in Michigan.
- High-quality preschool is essential in Michigan, where 44,000 juveniles are arrested every year.

High-Quality Preschool Saves Money

- The Perry Preschool Program cut crime, welfare, and other costs so much that it saved taxpayers more than \$17 for every \$1 invested (including more than \$11 in crime savings).
- According to an evaluation of the Michigan School Readiness Program, students who participate in the program are less likely to repeat a grade. This results in an annual savings to Michigan of approximately \$11 million.

The federal and state governments should increase funding so all children have access to high-quality preschool programs. Anything less compromises the future of Michigan’s young children and threatens the public safety for all. The Michigan members of FIGHT CRIME: INVEST IN KIDS call on elected leaders to provide all children with affordable access to high-quality preschool.

High-Quality Preschool: The Key to Crime Prevention and School Success in Michigan

High-Quality Preschool Cuts Crime

The members of FIGHT CRIME: INVEST IN KIDS MICHIGAN are determined to put dangerous criminals behind bars. But those on the front lines know that locking up criminals is not enough to win the fight against crime. Law enforcement leaders recognize that among the most powerful weapons to prevent crime and violence are preschool programs that help kids get the right start in life.

According to a national survey of law enforcement leaders, 71 percent of police chiefs, sheriffs, and prosecuting attorneys chose providing more educational programs for young children and after-school programs for school-age children as the most effective strategies for reducing youth violence and crime.¹

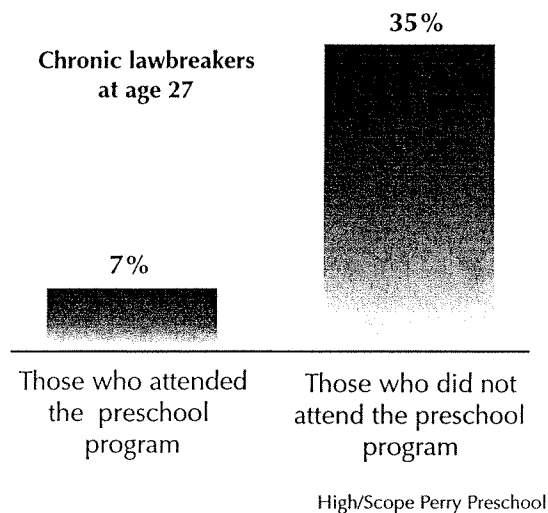
Research backs up what law enforcement professionals have learned from experience. Studies show that at-risk kids who attend high-quality preschool programs are less likely to commit crimes as adults than similar children who do not attend preschool. Consider the evidence:

High/Scope Perry Preschool Program: The High/Scope Educational Research Foundation initiated a study of the Perry Preschool Program in Ypsilanti, MI in 1962. The Perry Preschool Program is a high quality, one- to two-year long educational program with a home visiting component that is considered

the model of early childhood educational programs. In November 2004, the Foundation released the most recent findings of lifetime effects of the Perry Preschool Program. By age 27, those left out of the program were five times more likely to become chronic offenders with five or more arrests than those who participated in the program. By age 40, the children who did not attend the Perry Preschool Program were more than twice as likely to become "career criminals" with more

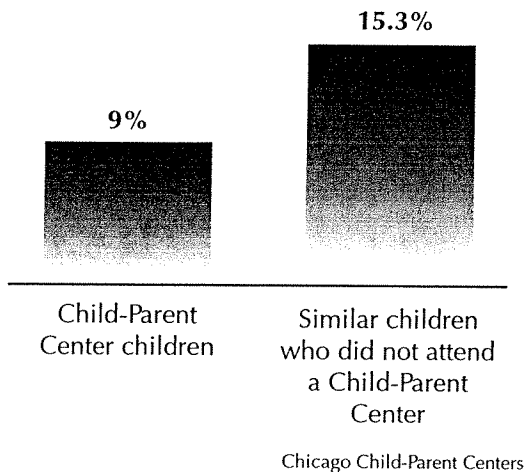
Quality Preschool Cuts Future Crime

At-risk 3 & 4 year olds randomly excluded from the High/Scope Perry Preschool program were five times more likely to become chronic offenders (5 or more arrests) by age 27.



At-Risk Children Without Quality Preschool were 70% More Likely to Commit Violent Crimes

An Arrest for Violence by Age 18



than 10 arrests, and twice as likely to be arrested for violent crimes than those who participated in the program. Those who did not attend the Perry Preschool Program were also four times more likely to be arrested for drug felonies, more likely to abuse illegal drugs, and seven times more likely to be arrested for possession of dangerous drugs than those who participated in the program.²

Chicago Child-Parent Centers: Chicago's federally-funded Child-Parent Centers have served 100,000 3- and 4-year-olds since 1967. The program is a center-based early intervention program that provides educational and family-support services to economically disadvantaged children. A study comparing 989 children in the Child-Parent Center to 550 similar children who were not in the program showed that children who did not participate in the program were 70 percent more likely to be arrested for a violent crime by age 18.³ This program will have prevented an estimated 33,000 crimes by the time the children who have attended the program reach the age of 18.⁴ Furthermore, the Chicago Child-Parent Centers cut the abuse and neglect of children in the program in half.⁵ The reduction of abuse

and neglect is significant in itself, but also because of the potential impact on future criminal behavior. Studies show that children who were abused or neglected are more likely to be arrested as juveniles and to commit crimes as adults than children who were not abused or neglected.⁶

The Syracuse University Family Development Program: Syracuse University developed a program that provides weekly home visitation and high-quality early learning programs to low-income, single-parent families beginning prenatally through age 5. Ten years after the initial study ended, children who were not included in the program were 10 times more likely to have committed a crime than comparable children enrolled in the program (16.7 percent versus 1.5 percent). Furthermore, children not in the program committed more serious crimes, including sexual abuse, robbery, and assault.⁷

North Carolina's Smart Start: North Carolina's Smart Start is a nationally-recognized initiative designed, not only to help working parents pay for early child care, but also to improve the quality of care through measures such as educational opportunities for teachers and providing resources and educational materials. Low-income children who were not enrolled in early childhood education centers with North Carolina's Smart Start quality improvement assistance demonstrated significantly more behavioral problems than children who attended centers with the Smart Start services. Specifically, children not enrolled were twice as likely to have behavior problems such as aggressive acts and poor temper control, anxiety, and hyperactivity in kindergarten.⁸ This is important because research shows that 60 percent of children with high levels of disruptive, aggressive behaviors in early childhood will manifest high levels of antisocial and delinquent behavior later in life.⁹

Head Start: Head Start is the federally-funded national program for low-income families that provides early education services

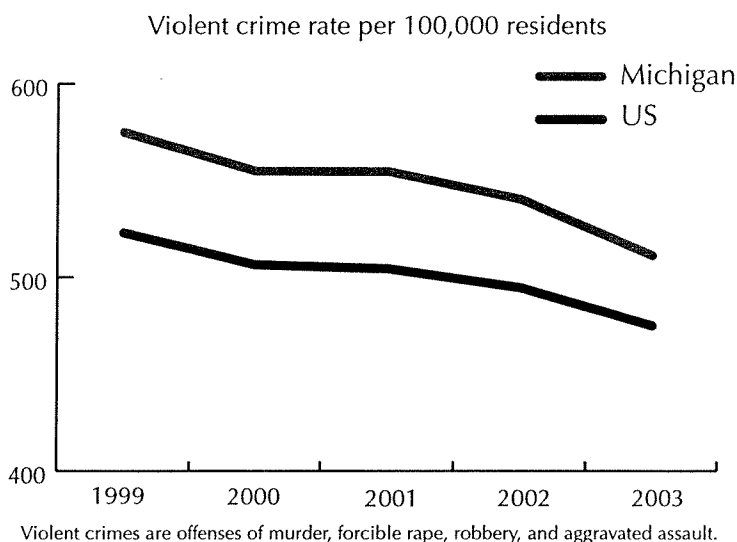
for children ages 3 to 5. Research shows that adults who graduated from Head Start have lower crime rates than adults from similar backgrounds who did not attend Head Start. A large national survey of Head Start graduates found that African-American graduates were 12 percentage points less likely to be later arrested or charged with a crime than their siblings who did not attend Head Start.¹⁰ Additionally, a Florida study found that girls who had not attended Head Start were three times more likely to be arrested by age 22 than comparable girls who had participated in Head Start (15 percent vs. 5 percent).¹¹

The research is clear: preschool programs reduce crime. This is especially important in Michigan where 44,000 juveniles are arrested every year.¹² Additionally, according to reports from the Federal Bureau of Investigation, Michigan has had a higher crime rate (per 100,000 residents) than the U.S. crime rate in the categories of violent crime, murder, rape, and aggravated assault for every year from 1999 to 2003.¹³ During those years, Michigan's violent crime rate was between 8 percent and 10 percent higher than the national violent crime rate, and between 1999 and 2002 Michigan's murder rate was on average 21.5 percent higher than the national rate. Michigan's murder rate was 7 percent higher than the national murder rate in 2003.¹⁴

High-Quality Preschool Programs Help Children Succeed

In addition to crime prevention, high-quality preschool programs also lead to better educational performance. Every day, kindergarten teachers witness the difference between children who received high-quality preschool and those who did not. Children who have access to preschool programs are simply better prepared to succeed in school

Violent Crime Rates Higher in Michigan than in US



Federal Bureau of Investigation, 2004

than those who do not have access to such programs. When asked about children's readiness skills, kindergarten teachers in a recent Connecticut study reported that children with two years of pre-kindergarten were twice as likely to be ready for school in language, literacy, and math skills.¹⁵ In a recent national poll of kindergarten teachers, more than nine out of 10 teachers agreed that substantially more children would succeed in school if all families had access to quality preschool programs. Furthermore, 86 percent of the teachers said poorly prepared students in the classroom negatively affect the progress of all children, even the best prepared.¹⁶

Decades of research also confirm that high-quality preschool programs help children succeed. For example, the High/Scope Educational Research Foundation found that compared to children who did not attend the Perry Preschool Program, by age 40, those who did attend the program were 31 percent more likely to graduate from high school.¹⁷ Children who were not enrolled in the Perry Preschool Program were also twice as likely to be placed in special education classes and were a third less likely to graduate from high school on time

than those who attended the program.¹⁸ Similarly, in the Chicago Child-Parent Center program, children who attended the program were 23 percent more likely to graduate from high school than those who did not attend. In contrast, children who were not in the Chicago Child-Parent Center program were 67 percent more likely to be held back a grade in school and 71 percent more likely to be placed in special education classes than those who attended the program.¹⁹

Research also shows that high-quality preschool programs have positive effects on the level of children's school readiness, and can level the playing field by preventing disadvantaged children from lagging behind more advantaged children in kindergarten and later school years. In a recent study in Oklahoma, for example, children's overall test scores increased by 16 percent after participating in the preschool program for one year. The most impressive gains were seen in Hispanic students, averaging a 54 percent increase in test scores. Researchers also found significant gains in children from low-income families, including a 31 percent increase in general knowledge and an 18 percent increase in language skills.²⁰

In a 2004 study, Policy Analysis for California Education (PACE) found comparable results. Tracking the progress of more than 2,300 kindergarteners, researchers found students who attended pre-kindergarten programs were better prepared to learn. The pre-kindergarten experience helped bridge the achievement gap between disadvantaged and advantaged students. In language skills, for example, Hispanic children from low-income families who attended pre-kindergarten narrowed the achievement gap separating them from white children by a third of a grade level.²¹

Research with a nationally representative sample of 2,800 Head Start children showed that the program significantly raised the performance scores of all children in the program, with the largest gains made by the lower-performing children, especially in the

areas of vocabulary and early writing. The program thereby narrowed the school readiness gap between children from low-income homes who attended Head Start and children from high-income homes.²²

Boosting academic success is imperative in Michigan. The results from the 2003 National Assessment of Educational Progress (known as the Nation's Report Card), the only nationally representative academic assessment of America's students, showed that children in Michigan lag behind in math and reading. In 2003, 36 percent of Michigan's fourth-graders scored below the basic reading level, and 23 percent scored below the basic math level.²³

High-Quality Preschool Programs Counter Poverty Risks

The stimulating environments of high-quality preschool programs can help offset the negative effects of poverty.²⁴ This is especially important in Michigan, where 14 percent of children live below the poverty line.²⁵ The families of 363,407 Michigan children under 18 struggle to pay for basic food, clothing, health care, and early childhood care.²⁶

The consequences of childhood poverty can be long-term, and can impact entire communities. For example, research has established a strong link between poverty and crime.²⁷ In addition to an increased risk of committing crime, poor children are also at greater risk for:

- Raising their own children in poverty
- Cognitive and developmental delays
- Dropping out of high school
- Teen pregnancies and parenthood
- Emotional and behavioral problems
- Exposure to family violence
- Working a low-wage job as an adult
- Serious and chronic health problems²⁸

Years of research have also shown a direct

link between family income level and children's social, emotional, physical, and cognitive development. The early years of life are crucial to a child's brain development. The National Research Council has found that 90 percent of brain development occurs before the age of 5.²⁹ This is the time of the most rapid growth in conceptual, linguistic, and social abilities – if children have access to nurturing and enriched environments. Early education for low-income children during these vulnerable years lays a strong foundation for lifelong learning and their development into productive, healthy adults.³⁰

Research Shows Only High-Quality Preschool Leads to Positive Outcomes

Preschool programs can provide young children with essential academic and social skills that are critical for later success. But study after study show that such preschool programs must be of high quality to have a real impact on children, especially high-risk children.³¹

To quote Education Week's *Quality Counts*:

Young children exposed to high-quality settings exhibit better language and mathematics skills, better cognitive and social skills, and better relationships with classmates than do children in lower quality care.³²

Researchers agree that high-quality programs share several common characteristics, including:

- Highly qualified teachers with appropriate compensation³³
- Comprehensive and age-appropriate curricula³⁴
- Strong parent involvement³⁵
- Ratios of no more than 10 children per staff member³⁶
- Class sizes of no more than 20 children³⁷
- Screening and referral services³⁸

Preschool in Michigan: Building Blocks of Success

The Michigan School Readiness Program (MSRP), started as a pilot program in 1985, serves at-risk 4-year-olds. A minimum of 50 percent of the children in the program must meet the income eligibility criteria (having a family income below 185 percent of the federal poverty level), as well as at least one other risk factor from a list of 25 possible factors.³⁹ Children who do not meet the income eligibility criteria must exhibit at least two of the 25 risk factors, such as single parent household, teenage parent, or presence of abuse and neglect.⁴⁰ MSRP aims to provide preschool for the 4-year-olds who are not eligible for, or not being served by, Head Start.

Michigan has taken some key first steps in setting high-quality standards for its School Readiness Program. For instance, the Michigan Department of Education requires:

- A four-year bachelor's degree for lead teachers in public school districts, and either a bachelor's degree or an associate's degree with a Child Development Associate (CDA) credential for lead teachers in non-public school centers
- A two-year associate's degree or CDA for assistant teachers
- A teacher-student ratio that does not exceed one to eight⁴¹

A rigorous study by Lawrence Schweinhart and Zongping Xiang tested the effectiveness of the Michigan School Readiness Program. The study compared 338 at-risk children who attended the program and 258 similar children who did not attend the program, and followed them from kindergarten to age 10. The findings show that MSRP has a positive and lasting impact on children's achievement. At the time the children entered kindergarten, those who attended MSRP scored significantly higher in overall development than those who did not attend the program. Furthermore, from kindergarten through fourth grade, children in

the program were rated significantly higher in school readiness by their teachers, were 35 percent less likely to be held back a grade in school, and scored 16 percent better on the mathematics section and 24 percent better on the literacy section of the Michigan Educational Assessment Program.⁴²

The Michigan School Readiness Program generally follows high-quality standards.⁴³ However, two areas of Michigan's early childhood education program remain weak: comprehensive screening and referral requirements and compensation for preschool teachers.

The Michigan School Readiness Program must make referrals, but regular screening for vision, hearing, and health is not required prior to preschool. Early screening should be one of Michigan's top priorities, as approximately 15 to 18 percent of children have or will develop behavior disabilities.⁴⁴ Early screening of hearing, vision, and other possible developmental or physical impediments to learning should be included in any high-quality preschool program. The American Academy of Pediatrics stresses the need for early screening in order to identify children who may need specific interventions.⁴⁵ Studies show that the earlier the screening occurs, the greater the likelihood of preventing potential developmental delay.⁴⁶ Early intervention is especially important because young children with developmental or behavior disabilities are more likely to engage in later delinquency.⁴⁷

Teacher wages are also crucial to high-quality preschool programs. Studies show that teacher compensation is directly linked to education quality.⁴⁸ Poor wages often lead to high staff turnover, which can result in poor-quality care.⁴⁹ Research also shows that poor care lowers academic, social, and emotional outcomes for children. Effective teaching can raise achievement levels and close the achievement gaps between disadvantaged and advantaged students.⁵⁰ Nevertheless, preschool teachers in Michigan are paid very little. The median salary for preschool teachers is just

Quality Preschool Saves Money

Taxpayers, victims, and participants saved over \$17 for every \$1 invested in the High/Scope Perry Preschool Program.



For every \$1
invested



Over \$17 was
saved

\$19,900 while kindergarten teachers earn more than double that at \$40,920.⁵¹

High-Quality Preschool Programs Save Money

According to an evaluation of the Michigan School Readiness Program, 35 percent fewer children who attended the program, than those who did not attend, needed to repeat a grade, preventing an estimated 1,700 children from being held back in school. This results in savings to Michigan of approximately \$11 million every year.⁵²

A 2004 report from Columbia University on the cost-savings of preschool programs found similar results. Preschool returns about half of its original cost in later school-related savings. Researchers showed that an initial investment in a high-quality program led to savings in the range of \$2,951 to \$9,547 per child within 10 years of entering kindergarten. These savings came primarily from a decrease in the number of students needing special education and students held back a grade in school.⁵³

Studies of the Perry Preschool Program and Chicago Child-Parent Center Program looked beyond just later school-related savings, incorporating the costs of crime and welfare into the cost-benefit equation. The newest

study of the Perry Preschool Program, released in November 2004, shows an even higher return to society than previously recorded. The Perry Preschool Program cut crime, welfare, and other costs so much that it saved taxpayers more than \$17 for every \$1 invested (including more than \$11 in crime savings).⁵⁴ Similarly, a study of the Chicago Child-Parent Centers revealed that high-quality programs delivered savings to taxpayers, victims, and participants of more than \$7 for every \$1 invested. Of course, this does not count the value of preventing pain and suffering for crime victims. For the children already served, this translates to a savings of approximately \$2.6 billion.⁵⁵ In other words, not only do high-quality preschool programs cut crime and produce academic and societal benefits, but denying these services to children results in significantly higher costs to Michigan's justice, educational, and social service systems.

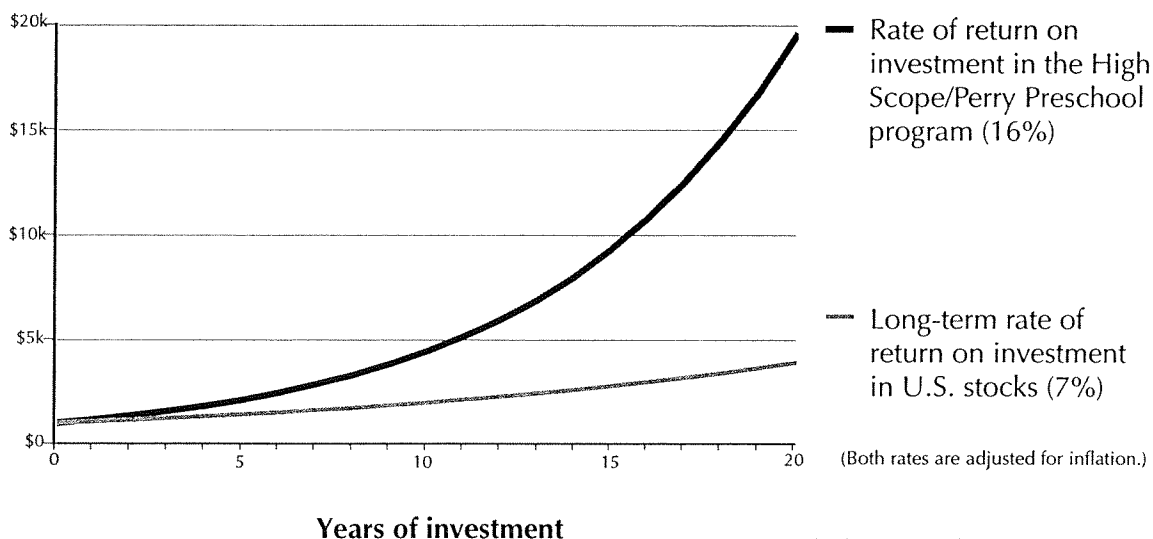
Leading economists agree that funding high-quality preschool is among the best investments government can make. An analysis by Arthur Rolnick, Senior Vice-President and Director of Research at the Federal Reserve Bank of Minneapolis, showed that the return

on the investment of the Perry Preschool Program was 16 percent after adjusting for inflation. Seventy-five percent of that return went to the public in the form of decreased special education expenditures, crime costs, and welfare payments. To put this in perspective, the long-term average return on U.S. stocks is 7 percent after adjusting for inflation. Thus, an initial investment of \$1,000 in a program like the Perry Preschool is likely to return more than \$19,000 in 20 years, while the same initial investment in the stock market is likely to return less than \$4,000.⁵⁶ As William Gale and Isabel Sawhill of the Brookings Institution assert: investing in early childhood education provides government and society "with estimated rates of return that would make a venture capitalist envious."⁵⁷

High-Quality Preschool Unavailable to Needy Children

Michigan manages a patchwork of federal and state funds to provide early childhood education programs. Yet, due to a lack of funding, high-quality preschool programs are currently unavailable for thousands of Michigan's children — especially those most at risk.

A \$1,000 Investment in Quality Preschool Returns over \$19,000 in 20 Years while a Stock Market Investment Returns less than \$4,000



Rolnick & Grunewald, 2003 & Farrell, 2002

Head Start is the federally funded national program for low-income families that provides early education services for children ages 3 to 5. Unfortunately, the federal Head Start commitment of \$228 million was not enough to cover all 3- and 4-year-olds.⁵⁸ The Head Start program served 12,927 three-year-olds (10 percent of all 3-year-olds) and 19,174 four-year-olds (14% of all 4-year-olds) during the 2002 to 2003 program year.⁵⁹

Since 1985, the Michigan School Readiness Program (MSRP) has served 4-year-olds at risk of school failure. MSRP aims to provide preschool for the 4-year-olds who are not eligible for, or not being served by, Head Start, and has made great strides in increasing school readiness for thousands of children. Prior to 1985, there were no state school readiness programs that served children in Michigan. Now, state programs serve about 19 percent of all the 4-year-olds in the state.⁶⁰ During the 2003 to 2004 school year, the Michigan School

Readiness Program provided 25,712 four-year-olds with preschool, with a state budget of approximately \$84.85 million.⁶¹ Of the children served, 22,000 were in school district programs and the balance were in non-public school settings.⁶² MSRP serves children in 467 school districts and 65 community agency programs. It also provides direct grants to preschool centers not affiliated with public schools on a competitive basis.⁶³

An additional 5,131 three-year-olds and 7,706 four-year-olds with special education needs were provided with federal funds to attend preschool through the Individuals with Disabilities Education Act during the 2002 to 2003 program year.⁶⁴

Some high poverty schools use funding from Title I of the No Child Left Behind Act to provide preschool programs, but the funds are allocated to school districts based on narrow eligibility guidelines.⁶⁵ Before reporting was discontinued three years ago, an estimated 5,000 at-risk children were served by school districts in Title I preschool programs.⁶⁶

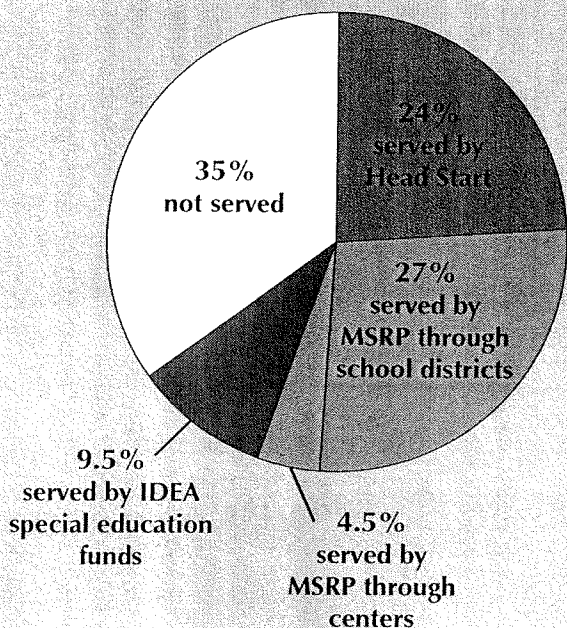
There are approximately 81,000 at-risk 4-year-olds in Michigan who are eligible for state and/or federal early education programs.⁶⁷ Unfortunately, the Michigan School Readiness Program (MSRP), Head Start, and IDEA special education funds together only helped 65 percent of eligible at-risk 4-year-olds.⁶⁸ Similarly, there are approximately 81,000 at-risk 3-year-olds in Michigan who are eligible for state and/or federal early education programs.⁶⁹ Unfortunately, Head Start and IDEA special education funds together only helped 22 percent of eligible at-risk 3-year-olds.⁷⁰

The programs serve just 39 percent of all of Michigan's 4-year-olds, and 13 percent of the state's 3-year-olds.⁷¹

Many preschools offer only half-day programs, leaving many families in need of "wrap-around" childcare services. The Michigan School Readiness Program is a minimum of 2.5 hours per day, 4 days per week, and 30 weeks

1 Out of 3 Eligible 4-Year-Olds Left Out Of Publicly Funded Preschool Programs

About 81,000 four-year-olds are eligible for state and/or federal early education programs



Michigan Department of Education, 2003
National Institute for Early Education Research, 2004

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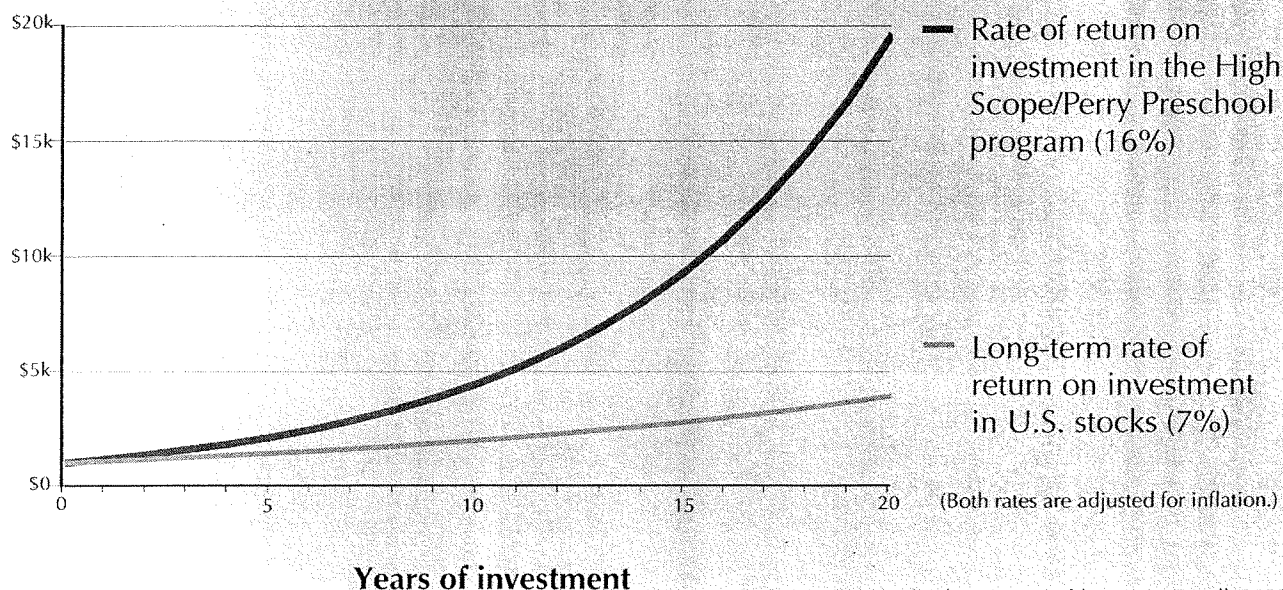
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Rolnick & Grunewald, 2003 & Farrell, 2002

per year.⁷² This leaves children enrolled in MSRP in need of childcare services for the rest of each school day.

The Child Care and Development Block Grant (CCDBG) is a principal source of federal funding for early childhood care assistance, and is often the source of funds that help working families pay for wrap-around child care services. States are required to provide matching funds and can use these resources to help low-income families pay for early education and after-school services while the parent(s) is employed, attending educational or training programs, or looking for work.⁷³

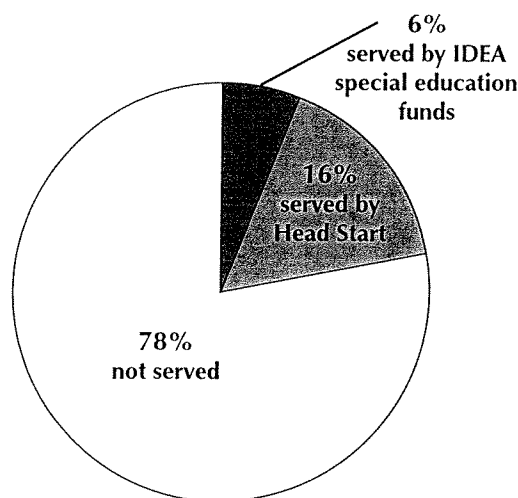
Though the system was designed to help all eligible children by providing subsidies, inadequate funding allows only a minority of children to be served. Nationally, only one in seven eligible children receive CCDBG subsidies.⁷⁴ Federal CCDBG funds to Michigan totaled almost \$143.1 million in 2004 and the state provided 40.8 million in matching funds. This total funding helps only approximately 50,100 Michigan children, of which approximately 6,500 are 3-year-olds and 6,500 are 4-year-olds.⁷⁵

In the last few years, the state has narrowed its eligibility criteria, taking away wrap-around services for an estimated 3,000 families.⁷⁶ The eligibility criteria will likely tighten even more in the next fiscal year, shutting out more children from high-quality preschool programs because their parents do not have wrap-around care.⁷⁷

Many parents cannot afford to pay for preschool services, and some can only afford to put their children in a care setting that is more like “child storage” than early education. One year of preschool for a 3- or 4-year-old costs an average of \$5,700 — more than the average cost of public university tuition. Preschool for two children costs more than the income of a full-time minimum-wage worker in Michigan.⁷⁸ Parents need help paying for high-quality preschool. If Michigan is serious about protecting the public and making a difference

3 Out of 4 Eligible 3-Year-Olds Left Out Of Publicly Funded Preschool Programs

About 81,000 three-year-olds are eligible for publicly funded early education programs



Michigan Department of Education, 2003
National Institute for Early Education Research, 2004

in the lives of young children, additional state and federal funds must be allocated so that all at-risk children can receive quality preschool services.

Despite the glaring unmet need, state funding for preschool has remained stagnant for the past five years.⁷⁹ The long-term vision of access to preschool for all children will require a substantial commitment of additional resources before it becomes a reality in Michigan. It is estimated that an additional \$92 million in state funds would be required to serve the 28,000 remaining at-risk Michigan 4-year-olds who are eligible for state and/or federal funded preschool.⁸⁰ However only about 7,000 additional children would be able to take advantage of the current state program, if additional funding were available, since the remainder face access barriers.⁸¹ These include a limited number of licensed teachers and facilities, half-day programs that don't accommodate parents who work and cannot

afford child care, and inadequate reimbursement to providers for actual program costs. State legislators can remedy these access problems by urging school districts to increase the number of licensed classrooms and teachers; increasing funding to \$4,000 per pupil; allowing more families to qualify by raising the income eligibility to 300 percent of the federal poverty level; restoring the full-day preschool program;⁸² and moving toward a universal program to serve all 3- and 4-year-olds.

Conclusion

Investing in children's early education is vital. More than 44,000 juveniles are arrested every year in Michigan.⁸³ Despite the best efforts from law enforcement, this pattern will continue unless serious measures are taken before — not after — crimes occur.

It is time to invest in what works to prevent crime. The research evidence is clear: high-quality preschool programs are crucial to reducing crime. That is why the Michigan Association of Chiefs of Police, the Michigan Sheriffs' Association, and the Prosecuting Attorneys Association of Michigan are calling on elected leaders to provide all children affordable access to high-quality preschool.

State and federal lawmakers know children from low-income families need high-quality preschool programs to succeed in school and in life. But, by failing to allocate sufficient funds for these high-quality preschool programs, lawmakers force thousands of families to settle for care that may be detrimental to their child's development.

Michigan must increase funding for the Michigan School Readiness Program, so that it can serve the 28,000 at-risk 4-year-olds eligible for the program who are left without access to preschool. But the state cannot shoulder the full cost of preschool on its own. Congress must also increase funding for Head Start, so it can serve more 3- and 4-year-olds in Michigan.

Thousands of Michigan's children are denied access to early learning programs due to inadequate state and federal funding and narrowed eligibility criteria. This compromises the future of young children and threatens the public's safety. Additional state and federal funds are essential to ensure that Michigan's 3- and 4-year-olds have access to high-quality preschool in order to prepare them for lifelong learning, to increase economic prosperity, and to prevent future crime. Investments in preschool are investments in the quality of life for all Michiganders.

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- ⁵⁶ Rolnick, A., et al. (2003) calculated an investment return of 16 percent by estimating the time periods in which costs and benefits in constant dollars were paid or received by Perry participants and society. For the rate of return on High/Scope Perry Preschool, see: Rolnick, A., & Grunewald, R. (2003). *Early childhood development: Economic development with a high public return*. Retrieved from the Federal Reserve Bank of Minneapolis Web site: <http://www.minneapolisfed.org/pubs/fedgaz/03-03/earlychild.cfm>. For the rate of return on the stock market, see: Farrell, C. (2002, November 22). *The best investment: America's kids*. Retrieved from the Business Week Web site: http://www.businessweek.com/bwdaily/dnflash/nov2002/nf20021122_0334.htm
- ⁵⁷ Gale, W., & Sawhill, I. V. (1999, February 17). The best return on the surplus. *The Washington Post*, p. A17.
- ⁵⁸ Administration for Children and Families. Head Start Bureau. (2004). *Head Start program fact sheet*. Retrieved from <http://www.acf.hhs.gov/programs/hsb/research/2004.htm>.
- ⁵⁹ Barnett, W. S., Robin, K. B., Hustedt, J. T., & Schulman, K. L. (2004). *The state of preschool: 2004 state preschool yearbook*. New Brunswick, NJ: National Institute for Early Education Research.
- ⁶⁰ Barnett, W. S., Robin, K. B., Hustedt, J. T., & Schulman, K. L. (2004). *The state of preschool: 2004 state preschool yearbook*. New Brunswick, NJ: National Institute for Early Education Research.
- ⁶¹ Barnett, W. S., Robin, K. B., Hustedt, J. T., & Schulman, K. L. (2004). *The state of preschool: 2004 state preschool yearbook*. New Brunswick, NJ: National Institute for Early Education Research. This includes 22,000 children in school districts and 3,712 children in the state competitive program.
- ⁶² Michigan Department of Education, Office of School Excellence, Early Childhood and Parenting Programs. (2002). *Michigan School Readiness Program: Implementation manual*. Retrieved from http://www.michigan.gov/documents/ImpManual_11363_7.PDF
- ⁶³ High/Scope Educational Research Foundation. *Evaluation of the Michigan School Readiness Program*. Retrieved from Web site: <http://www.highscope.org/research/msrp/evaluation/msrpmain.htm>; Schweinhart, L. J., & Xiang, Z. (2002). *Effects five years later: The Michigan School Readiness Program evaluation through age 10*. Retrieved from the High/Scope Educational Research Foundation Web site: <http://www.highscope.org/Research/MsrpEvaluation/msrp-Age10-2.pdf>
- ⁶⁴ J. Nuttall, Education Research Consultant, Office of Special Education and Early Intervention Services, Michigan Department of Education, (personal communication, April 1, 2004)
- ⁶⁵ L. Brown, Assistant Director, Office of School Improvement, Michigan Department of Education, (personal communication, March 26, 2004). Brown explained that this replaces the prior eligibility that was based on free or reduced lunch qualifications.
- ⁶⁶ L. Brown, Assistant Director, Office of School Improvement, Michigan Department of Education, (personal communication, March 26, 2004). Brown explained it is possible that these children were enrolled in MSRP classes as well, but no records were kept.
- ⁶⁷ E. Buch, Director, Office of Early Childhood Education and Family Services, Michigan Department of Education, (personal communication, January 25, 2005). Dr. Buch estimated the number of at-risk 4-year-olds by considering that the number of WIC recipients, the number of kids born with Medicaid covering the cost of birth, and the number of first graders receiving free or reduced lunches, in addition to the number of kids who have at least two of the risk factors that make them eligible for MSRP, would represent 60% of the 135,000 4-year-olds in Michigan.
- ⁶⁸ Head Start, Michigan School Readiness Program and IDEA special education funds serve 52,592 four-year-olds, which is 65% of the 81,000 eligible 4-year-olds.
- ⁶⁹ E. Buch, Director, Office of Early Childhood Education and Family Services, Michigan Department of Education, (personal communication, January 25, 2005). Dr. Buch estimated the number of at-risk 3-year-olds by considering that the number of WIC recipients, the number of kids born with Medicaid covering the cost of birth, and the number of first graders receiving free or reduced lunches, in addition to the number of kids who have at least two of the risk factors that make them eligible for MSRP, would represent 60% of the 135,000 three-year-olds in Michigan.
- ⁷⁰ Head Start and IDEA special education funds serve 18,058 3-year-olds, which is 22% of the 81,000 eligible 3-year-olds.
- ⁷¹ The 52,592 4-year-olds served are 39% of the approximately 135,000 4-year-olds in Michigan, and the 18,058 3-year-olds served are 13% of the approximately 135,000 3-year-olds in Michigan.
- ⁷² Michigan Department of Education, Office of School Excellence, Early Childhood and Parenting Programs. (2002). *Michigan School Readiness Program: Implementation manual*. Retrieved from http://www.michigan.gov/documents/ImpManual_11363_7.PDF
- ⁷³ Federal funding for CCDBG has two components: mandatory and discretionary funds. The mandatory funding stream itself has two parts: mandatory and matching funds. The former is the base amount that is automatically available to states each year. Matching funds are those above the base funding amount that are allocated according to the number of children under age 13 in each state. States must put up state matching funds to draw down the federal dollars. Discretionary funds are available to states without a match requirement. See Schulman, K. (March, 2003). *Key facts: Essential information about child care, early education and school-age care*. Washington, DC: Children's Defense Fund.
- ⁷⁴ U.S. Department of Health and Human Services. Administration for Children and Families. (2002). Child Care and Development Block Grant/Child Care and Development Fund: Children served in fiscal year 1999 (average monthly). Retrieved from <http://www.acf.dhhs.gov/news/press/2000/cctable.htm>
- ⁷⁵ US Department of Health and Human Services Administration for Children and Families. (n.d.). *Fiscal Year 2004 Final Child Care and Development Fund Allocations*. Retrieved from http://www.acf.hhs.gov/programs/ccb/policy1/current/allocations2004/final_allocations.htm
- ⁷⁶ K. Pioszak, Program Specialist, Child Development and Care program, Michigan Family Independence Agency, (personal communication, March 17, 2004)
- ⁷⁷ K. Pioszak, Program Specialist, Child Development and Care program, Michigan Family Independence Agency, (personal communication, March 17, 2004)
- ⁷⁸ Public Sector Consultants, Inc. (2002). *Michigan in brief, 2002-2003*. Retrieved from the Michigan in Brief Web site: http://www.michiganinbrief.org/edition07/About_files/MIB_2002.pdf
- American Association of State Colleges and Universities, & National Association of State Universities and Land-Grant Colleges. (2003). *Student charges and financial aid: 2002-2003*. Washington, DC: American Association of State Colleges and Universities. The average cost of tuition and fees for a public four-year institution in Michigan was \$5,285 for the 2002-2003 academic year. U.S. Department of Labor. (2003). *Minimum wage laws in the states*. Retrieved from <http://www.dol.gov/esa/minwage/america.htm>. Minimum wage in MI is \$5.15 per hour. An annual salary of \$10,712 was computed by multiplying: \$5.15 times 40 hours per week times 52 weeks per year.
- ⁷⁹ E. Buch, Director, Office of Early Childhood Education and Family

Services, Michigan Department of Education, (personal communication, January 25, 2005)

⁸⁰ The additional amount needed to minimally fund the Michigan School Readiness Program was determined by multiplying the number of additional children eligible for MSRP but are not being served [(n=28,000—which was computed by subtracting the current number of 4-year-olds being served (53,000) from the total number of eligible 4-year-olds (81,000)] by the cost per child (\$3,300). For the cost per child and current number of children served, see: Michigan Department of Education, Office of School Excellence, Early Childhood and Parenting Programs. (2002). *Michigan School Readiness Program: Implementation manual*. Retrieved from http://www.michigan.gov/documents/ImpManual_11363_7.PDF. For the number of eligible children, see: Michigan Department of Education. (2003). *Michigan School Readiness Program community needs and resources assessment*. Lansing, MI: Author.

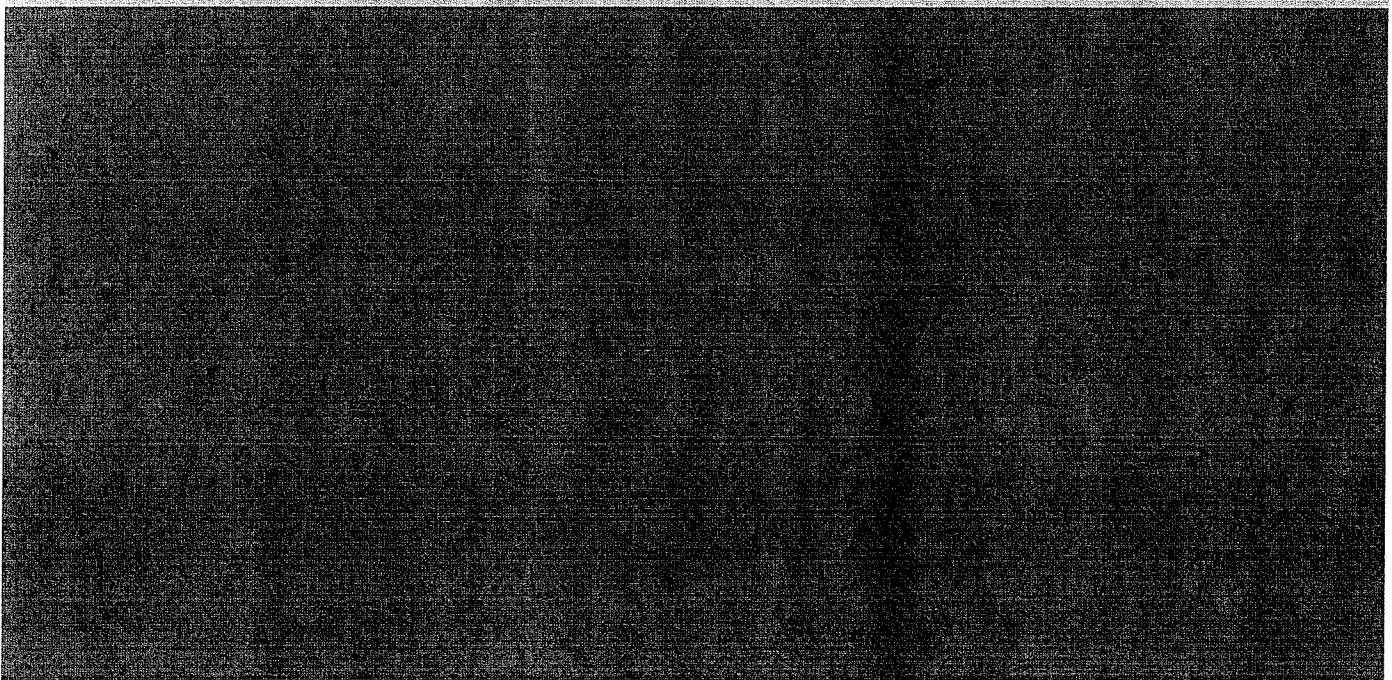
⁸¹ E. Buch, Director, Office of Early Childhood Education and Family Services, Michigan Department of Education, (personal communication, January 25, 2005). Dr. Bush explained that the programs are not full-day programs, so some parents choose not to use them and instead work different shifts or employ family members or babysitters to take care of their children. Additionally, the program requires half the applicants to meet a low-income criteria as one of the risk factors. More eligible children could be served if the income eligibility were raised to 300% of the federal poverty level. Also, school districts currently have the capacity to serve only 24,472 children through the number of licensed classrooms and teachers.

⁸² E. Buch, Director, Office of Early Childhood Education and Family Services, Michigan Department of Education, (personal communication, February 1, 2005). Dr. Bush explained that in FY 2000 and FY 2001, Michigan offered funds to MSRP and Head Start programs to “wraparound” their part-day funded programs. The programs were “forward-funded” so that the actual programs took place the following year, i.e. the 2000 to 2001 and 2001 to 2002 school years. There was a local match required that could use CCDBG funds, parent tuition, or locally raised funds. Dr. Bush believes that many children accessed the program because of the “wraparound” possibility.

⁸³ Federal Bureau of Investigation. Uniform Crime Reports. 2003. *Arrests by State, 2003*. Table 69. Retrieved from: http://www.fbi.gov/filelink.html?file=/ucr/cius_03/Pdf03sec4.pdf



For more information or to access other reports visit us at: www.fightcrime.org/mi



New Hope for Preventing Child Abuse and Neglect in Michigan:

Proven solutions to save lives and prevent crime

This brief is based on a national report by FIGHT CRIME: INVEST IN KIDS, an anti-crime group of over 2,000 police chiefs, sheriffs, prosecutors, victims of violence, and youth violence experts nationwide, including more than 185 members in Michigan. The national report and citations for this brief are available at www.fightcrime.org.

A Report from
Law Enforcement

Summary

FIGHT CRIME: INVEST IN KIDS has taken a hard-nosed look at what works—and what doesn't work—to cut crime and violence. Exciting new research, combined with prior evidence, show that most abuse and neglect in high-risk families can now be prevented. Doing so will spare thousands of Michigan children from terror, agony, and despair and will also save lives. Sharply reducing abuse and neglect in Michigan will save hundreds of millions of dollars, while greatly reducing the number of children who would otherwise grow up to be violent criminals.

The Annual Toll: 28,475 Michigan Children Abused or Neglected in 2001

In Michigan, there were 28,475 substantiated cases of child abuse or neglect, 5,400 children removed from their homes, and 49 confirmed deaths from abuse or neglect in 2001. Even those tragic numbers, however, may mask the real toll of child abuse and neglect in Michigan. Nationally, the best estimate of the real number of children abused or neglected each year is closer to three times the official figure, and the Justice Department released a report saying deaths nationwide from abuse and neglect likely exceed 2,000 a year, instead of the 1,300 officially reported in 2001. So, the true number of Michigan children abused, neglected or even killed is likely to be much higher.

The Future Toll: 1,100 Violent Criminals

While most victimized children never become violent criminals, being severely abused or neglected can lead to permanent changes in children's brains. Some children have trouble learning empathy,

while others develop a pre-disposition for misinterpreting actions as threatening and reacting violently. This sharply increases the risk that these children will grow up to be arrested for a violent crime. The best available research indicates that, of the 28,475 Michigan children who were confirmed victims of abuse or neglect in 2001, more than 1,100 will become violent criminals as adults who would otherwise avoid such crimes if not for the abuse or neglect they endured as children.

Most Abuse and Neglect in High-risk Families Can Be Prevented

Failure to invest now in programs proven to prevent child abuse and neglect puts everyone in Michigan at greater risk of becoming a victim of crime. The more than 300 Michigan police chiefs, sheriffs, prosecutors, and crime victims who are members of FIGHT CRIME: INVEST IN KIDS call on their state and federal governments to:

- Offer high quality coaching in parenting skills to all at-risk parents. The Nurse Family Partnership Program randomly assigned at-risk mothers to receive home visits by nurses who provided coaching in parenting and other skills.

Those children whose mothers were left out of the program were five times more likely to have been abused or neglected than the children whose mothers received parent coaching. Children of mothers left out had twice as many later arrests as the children of mothers who received home visits. Similarly, the Healthy Start program in Hawaii showed that high-risk families who did not receive parent coaching were six times more likely to have a child hospitalized for abuse or neglect than similar high-risk families who were coached.

Parent Coaching Cuts Children's Arrests in Half

Results from the study of the Nurse Family Partnership program.

Total arrests per 100 youth by age 15

45 per 100



Children whose mothers did not receive parent coaching

20 per 100



Children whose mothers received parent coaching

- Offer quality pre-kindergarten programs with parent-training for at-risk children. The Chicago Child-Parent Center preschool program serving families in low-income neighborhoods cut the rates of child abuse and neglect in half for participants compared to similar children not in the program. Youngsters left out of the program were also 70 percent more likely to have been arrested for a violent crime by age 18 than those who were enrolled.

- Ensure that pregnant women who are addicted have access to drug and alcohol treatment programs. Maternal drug use during pregnancy can lead to brain damage in the child. Further, fetal alcohol syndrome is the leading cause of preventable mental retardation. The interaction of neurological damage at birth with deficient parenting multiplies the risk of criminality later in life. Research shows that an effective drug and alcohol treatment program for pregnant women in Baltimore dramatically reduced the number of babies who were born prematurely and at-risk for permanent brain damage that is associated with later criminality.

- Provide mental health services for depressed or mentally ill parents. People who grew up with a household member who was depressed, mentally ill, or who attempted suicide were two times more likely to have been physically abused than those who did not grow up in such a household. Just like other ill parents, depressed or mentally ill parents can effectively raise children if they receive treatment. Yet studies show only 25 percent of individuals nationally who suffer from depression receive adequate care for their illness.

Saving Lives, Preventing Crime and Saving Money

Child abuse and neglect cost America upwards of \$80 billion a year. Two-thirds of that is crime costs.

Children of High-Risk Parents Not Receiving Hawaii Healthy Start's Parenting Coaching Were Six Times More Likely to be Hospitalized for Abuse and Neglect

Children Hospitalized for Abuse or Neglect per 1,000 families

13 per 1,000



High-risk families, no parent coaching

2 per 1,000



High-risk families, received parent coaching

In 2000, \$814 million was spent on preventing or treating abuse or neglect in Michigan, including \$267 million in state funding. Most of that went for providing necessary foster care and victim services, and that funding - while never adequate - must at least be maintained. Investing more now in preventing child abuse and neglect, however, instead of waiting to treat it will save lives, reduce future crime and soon begin saving taxpayers money. For example, the RAND Corporation found that nurse home visitation programs saved taxpayers four dollars for each dollar invested. The Chicago

Child-Parent Center preschool program saved taxpayers, victims, and participants over seven dollars for every dollar invested (taxpayers alone saved almost \$3).

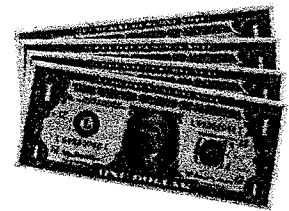
Law Enforcement Leaders are United

Michigan law enforcement leaders are calling for greater investments to protect children from abuse and neglect, save taxpayers' dollars, and make all Michiganders safer. This call has been endorsed by the Michigan Association of Chiefs of Police, the Prosecuting Attorneys Association of Michigan, and the Michigan Sheriffs' Association.

The evidence is in. We can save millions of dollars in Michigan while preventing most abuse and neglect in high-risk families. The time to act is now.

A Wise Investment

One dollar spent on the Nurse Family Partnership program...



...produced \$4 in savings for taxpayers.

Source citations and other research are available at www.fightcrime.org
Fight Crime: Invest in Kids, 2000 F St., NW, Ste 240 Washington D.C., 20036, 202-776-6027

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